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ABSTRACT

The paper examines major sources of legislative authorization for career education and raises some policy issues arising from that legislation. Selected examples of career education legislation include: (1) Vocational Education Act of 1963 (Research and Training in Vocational Education, Exemplary Programs and Projects, Cooperative Vocational Education Programs); (2) Title X, Part B, Education Amendments of 1972; (3) Education Amendments of 1974; and (4) Comprehensive Employment and Training Act of 1973. Policy issues relate to: (1) the Potential effect of career education concepts in a variety of legislative sources; (2) the effect of legislative fragmentation on Federal/State administrative effectiveness; (3) the desirability of a more specific legislative definition of career education; (4) how legislation can eliminate distinctions between vocational/academic education at the State/local level; (5) how legislation can incorporate components of career awareness, career orientation, job preparation, counseling, and job career awareness, career orientation, job preparation, guidance, counseling, and job placement; (6) how legislation can encourage better articulation among elementary/secondary/postsecondary career education; (7) effective implementation of career education. A summary of programs most heavily used in funding career education projects is appended. (EA)

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KEY CONCEPTS IN CAREER EDUCATION:
LEGISLATIVE AND POLICY ISSUES

by

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prepared for

NATIONAL ADVISORY COUNCIL ON CAREER EDUCATION

July 1975

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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As agreed in our discussions with the Chairman and staff of the National Advisory Council on Career Education, this study of key concepts in the field examines (1) the major sources of legislative authorization for career education with an eye toward illustrating redundancies and overlap, and (2) raises some of the policy issues that arise from that legislation. We focused our attention on general authorizing legislation and omitted examination of the sources of NIE research activity. We have included an appendix which presents information on major programs and their present and projected contribution to the development of career education.

We would like to express our appreciation for the advice of Dr. Raymond Wasdyke of ETS and the cooperation of Dr. John Michael of the staff of the National Advisory Council of Career Education.

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July, 1975

In recent years federal legislation has increasingly contained provisions related to career education. This legislation has affected elementary, secondary, vocational, and postsecondary education as well as manpower programs.

Legislation

Selected examples of legislation related to career education include:

I. Vocational Education Act of 1963, As Amended

A. Part C - Research and Training in Vocational Education.

At a 1971 meeting between the United States Office of Education and the Commissioner of State School Officers it was decided that the state and federal discretionary funds available under Part C would be used for projects to develop career education programs.

B. Part D - Exemplary Programs and Projects.

Sections 141 and 143 of Part D relate specifically to career education programs.

Section 141: This section provides grants and contracts to establish, operate, or evaluate programs to stimulate:

> new ways to create a bridge between school and earning a living for young people who are still in school, who have left school either by graduation or by dropping out, or who are in postsecondary programs of vocational preparation, and to promote cooperation between public education and manpower agencies.

Section 143: Describes permissible uses of funds for:

> a. [programs that] familiarize elementary and secondary school students with the broad range of occupations for which special skills are required and the requisites for careers in such occupations;...
>
> c. programs or projects for intensive occupational guidance and counseling during the last years of school and for initial job placement;...
>
> e. exchanges of personnel between schools and other agencies, institutions, or organizations participating in activities to achieve the purposes of this part, including manpower agencies and industry;...

C. Part G - Cooperative Vocational Education Programs.

This part provides funds to assist in establishing and operating cooperative programs of work and study.

Section 171 of Part G expresses the sense of Congress that:

> Through such programs, a meaningful work experience is combined with formal education enabling students to acquire knowledge, skills, and appropriate attitudes. Such programs remove the artificial barriers which separate work and education and, by involving educators with employers, create interaction whereby the needs and problems of both are made known. Such interaction makes it possible for occupational curricula to be revised to reflect current needs in various occupations,...

II. Title X, Part B of the Education Amendments of 1972 (P.L. 92-318)

There have never been any funds appropriated under Part B of Title X. However, the following sections cogently state issues related to career education:

Section 1054 encourages the U. S. Commissioner of Education to:

> ...(2) promote and encourage occupational preparation counseling and job placement or placement in postsecondary occupational programs, as

> a responsibility of elementary and secondary schools;...
>
> ...(5) develop and disseminate accurate information on the status of occupational education in all parts of the nation, at all levels of education, and in all types of institutions, together with information on occupational opportunities available to persons of all ages....

B. Section 1056 (a) and 1057 (b) Create planning and program grants to encourage:

> ...(D) the development of a long-range strategy for infusing occupational education (including general orientation, counseling and guidance and placement either in a job or in post-secondary occupational programs) into elementary and secondary schools on an equal footing with traditional academic education, to the end that every child who leaves secondary school is prepared either to enter productive employment or to undertake additional education at the post-secondary level, but without being forced prematurely to make an irrevocable commitment to a particular educational or occupational choice;...

The reference to these sections in the House Report accompanying the legislation emphasizes the linkage between occupational and career education:

> Our educational system must now more than ever seek to provide every youngster with an opportunity for job awareness, counseling, actual job preparation, and placement. Fewer and fewer students will be able to leave school for an unskilled job; and if present trends continue, more and more students will be too well educated for some jobs and not properly educated for many more, as can be seen today with the surfeit of unemployed and underemployed teachers and Ph.D.s on the job market.

III. Education Amendments of 1974 (P.L. 93-380)

Under Section 406 of the Special Projects Act, career education was accorded priority status and an Office of Career Education, separate from the Bureau of Adult and Occupational Education, was created within the Office of Education. A National Advisory Council on Career Education was also established. A survey and assessment of the current status of career education programs, projects, curricula and materials was authorized, as well as grants for demonstration projects and exemplary programs.

Section 2 of the Special Projects Act authorizes the Commissioner of Education to carry out special projects:

(1) to experiment with new educational and administrative methods, techniques, and practices;

(2) to meet special or unique educational needs or problems; and

(3) to place special emphasis on national education priorities.

Section 406(d) defines career education as a process designed:

(1) to increase the relationship between schools and society as a whole;

(2) to provide opportunities for counseling, guidance and career development for all children;

(3) to relate the subject matter of the curricula of schools to the needs of persons to function in society;

(4) to extend the concept of the education process beyond the school into the area of employment and the community;

(5) to foster flexibility in attitudes, skills, and knowledge in order to enable persons to cope with accelerating change and obsolescence;

(6) to make education more relevant to employment and functioning in society; and

(7) to eliminate any distinction between education for vocational purposes and general or academic education.

This definition is not intended to be definitive but rather attempts to enumerate some of the concepts that are a part of career education. The Senate report that accompanied the bill notes that the bill seeks:

> ...the further development, articulation, and clarification of such concepts and definitions as may exist and to gain some consensus and acceptance in the field of such concepts, definitions, or alternatives as may further the purposes of this section in preparing all children and youth for full participation in the society in which they are to live and work.

The similarities between the Occupational Education provision of the Amendments of 1972 and that of the Special Projects Act is especially apparent if one examines the statement of purpose of the latter legislation:

> ...it is the sense of Congress that every child and youth be prepared to fully participate in and contribute to the society in which he or she is to live and work upon completion of secondary school. The emphasis on gainful employment recognizes the relationship between human achievement and personal self-worth and the economic system which affects the lives, opportunities, and careers of all individuals (Section 406(a)).

IV. Comprehensive Employment and Training Act of 1973 (P.L. 93-203)

Congressional interest in the concepts surrounding career education has been articulated in manpower as well as education legislation. The Comprehensive Employment and Training Act of 1973 (CETA), a broadly conceived manpower training program, includes Section 101 which provides for:

> ...(2) assessment of the individual's needs, interests, and potential in the labor market and referral to appropriate employment, training, or other opportunities,
>
> ...(3) orientation, counseling, education, institutional skill training to prepare the individual to enter the labor market or to qualify for more productive job opportunities,...

Policy Issues

Although P.L. 93-380 established a specific mandate for career education, it increased legislative overlap since its relationship to existing legislation dealing with career education concepts was not clearly defined. The redundancies are a product of executive and Congressional concern that education (or training) be related to future employment opportunities and that career preparation be integrated and accorded a priority status at all levels of education. As we have shown, this interest is seen in elementary, secondary, vocational, and postsecondary education legislation, as well as in manpower training.

The varied provisions related to career education result in a number of important policy issues. The following are illustrative:

(1) Do the existence of career education concepts in a variety of legislative sources dilute their potential impact? Or does the varied legislative authorization increase the strength of career education by creating widespread sources of support?

(2) What effect, if any, does this legislative fragmentation have on federal and state administrative effectiveness?

(3) At this stage in the development of career education, is a more specific legislative definition possible or desirable?

(4) The Amendments of 1974 encourage "eliminating any distinction between education for vocational purposes and general or academic education." How can federal legislation more effectively encourage this objective in state and local education agencies and in educational institutions?

(5) Career awareness, career orientation, job preparation, guidance, counseling, and job placement are recurring themes in the legislation. How can these activities be made effective components of a comprehensive career guidance system?

(6) How can legislation encourage better articulation among elementary, secondary, and postsecondary career education programs? How can coordination and cooperation -- rather than competition -- be encouraged among secondary, community college, proprietary, and four year postsecondary career education programs?

(7) Traditional higher education is typically more diverse and individualistic than other educational institutions. How can career education be most effectively implemented in the face of this diversity and resistance to change?

(8) Is the current federal funding level adequate at this stage in the development of career education?

APPENDIX

APPENDIX

The information on the following pages is intended as a summary of those programs most heavily used in funding career education projects. Although this chart concentrates on how these programs support career education, it should be remembered that not all of these programs have career education as their highest priority. The information is drawn from a 1974 USOE report: Career Education: Programs and Progress.

Vocational Education Amendments of 1968, Part C
RESEARCH AND TRAINING IN VOCATIONAL EDUCATION

Objectives and Strategies: Half of the appropriated funds are reserved for use by the States to support the State Research Coordination Unit (RCU) and for grants and contracts within the State for: (1) Research and training programs; (2) experimental programs to meet the special vocational needs of youths; and (3) dissemination of information on vocational education research and demonstrations. The remaining 50 percent, alloted to the 56 States and outlying areas, must be used at the discretion of the Commissioner of Education to support innovative research and training activities.

FY 1973 Career Education Activities: The State share is being used for a variety of activities that are either directly career education in focus or aimed at improving vocational education. Discretionary funds are being used to support comprehensive career education projects. Each of these projects has an emphasis on guidance and counseling and on one or more of the following: (1) Career awareness at the elementary school level; (2) career orientation and exploration at the middle school level; (3) job preparation in grades 10-14; and/or (4) placement of exiting students.

Future Career Education Activities: Since each State differs in the manner in which it supports career education, the RCU Director should be consulted regarding priorities and dates for FY 1974 funding utilizing the States share of Part C funds. The deadline for receipt of proposals under the discretionary portion of Part C was January 1974. This part of the program will seek to improve and expand existing vocational education programs in FY 1974 by focusing on five major areas: (1) Comprehensive systems of counseling, guidance, placement, and student follow-up services; (2) disadvantaged, minorities and handicapped; (3) alternative work experiences; (4) manpower information systems, and (5) curriculum studies.

Resources: The names of the State RCU directors and a sampling of State-supported activities and projects can be found in the "Semi-Annual Report on State Research Coordinating Unit Activities for the Period 1/1/72 to 6/30/72, " available in the ERIC System under No. ED-076-781. Curriculum material developed under Part C is fed into the ERIC system. Additional information can be obtained from publications such as Abstracts of Research Materials in Vocational and Technical Education (ARM) and Abstracts of Instructional Materials in Vocational and Technical Education (AIM) that are available from the Center for Vocational and Technical Education at Ohio State University.

* * *

Vocational Education Amendments of 1968, Part D
EXEMPLARY PROGRAMS AND PROJECTS

Objectives and Strategies: The purposes of exemplary programs and projects are to: (1) Create bridges between schools and earning a living for young people who are still in school, who have left school either by graduation or by dropping out, or who are in postsecondary programs of vocational preparation; (2) promote cooperation between public education and manpower agencies; and (3) broaden occupational aspirations and opportunities for youths. Fifty percent of the funds go directly to the States (State grant portion) which then award grants or contracts. The remaining 50 percent of the funds are awarded, proportionately among States, by the Office of Education (discretionary portion) to States, local school systems or other institutions or organizations following submission of proposals based on national priorities and criteria.

FY 1973 Career Education Activities: State grant funds are being used for a variety of activities such as career information systems, career cluster programs, comprehensive career education programs, inservice training, and improving existing occupational preparation programs. The discretionary portion of FY 1973 funds was used to award grants to States, local school systems, and other institutions for 3-year comprehensive career education projects beginning July 1, 1973. Each project has a strong guidance and counseling emphasis and contains components aimed at career awareness at the elementary level, career orientation and exploration at the middle school level, job preparation in grades 10-14, and placement for all exiting students.

Future Career Education Activities: The State grants and discretionary portions of Part D will continue to support career education in FY 1974. Interested persons should contact the Research Coordination Unit Director in each State to determine priorities and funding dates and procedures. The discretionary funds in FY 1974 will be used to continue the 3-year projects begun with FY 1973 funds.

Resources: Abstracts of the discretionary projects funded in FY 1973 will be available in the spring of 1974. Abstracts of projects funded prior to FY 1973 are available through ERIC (ED-060-189). These abstracts afford an excellent idea of the types of career education efforts completed under this "first round" of discretionary projects.

Information on projects supported under the State grant portion in FY 1970, 1971, and 1972 can be obtained from a report entitled "State-Administered Exemplary Projects in Vocational Education." This report is available in the ERIC System.

Vocational Education Amendments of 1968, Part I
CURRICULUM DEVELOPMENT PROGRAM

Objectives and Strategies: The major goal of the Curriculum Development Program is the development of high-quality, transportable curriculum in vocational technical education. A closely related goal is to assure the proper use and management of such curricula by educational personnel. These goals are accomplished through the award of grants and contracts for the development, dissemination, and evaluation of curriculum as well as for the training of curriculum specialists and the coordination of State efforts in curriculum improvement.

FY 1973 Career Education Activities: Since vocational technical education is viewed as a major component of career education, all Part I activities seek to advance career education. Major efforts are underway to develop curriculum for the 15 occupational clusters; work in 9 of these has already begun. In addition, the program is supporting development of general K-6 career education curriculum through contracts with the American Institute for Research (AIR) and Eastern Illinois University. A series of preschool films entitled "The Kingdom of Could Be You" has been developed by Sutherland Learning Associates and portrays the occupational clusters for young children. A curriculum guide for career education for the gifted and talented is due out shortly, and a booklet on career education in correctional institutions has recently been released.

Future Career Education Activities: In FY 1974, requests for Proposals (RFPs) will be published to begin cluster development in additional areas as well as to undertake development of career awareness curricula for selected minority groups.

Resources: The majority of products developed under Part I are in the public domain, although some are picked up by commercial publishers and are copyrighted for a limited period through arrangements with the OE Copyrights Office. Some products are available from the contractor. Persons desiring to examine curricula should contact the appropriate one of seven curriculum management centers throughout the United States recently established as parts of the National Network for Curriculum Coordination in Vocational Technical Education. Centers are located in California, Illinois, Kentucky, Mississippi, New Jersey, Oklahoma, and Washington.

(Sections 553, 554) Education Professions Development Act, Part F
VOCATIONAL EDUCATION PERSONNEL DEVELOPMENT

Objectives and Strategies: The purpose of Section 553 is to train and retrain experienced vocational education personnel in order to strengthen vocational education programs. This objective is accomplished through the award to States of grants which they use for cooperative arrangements for: (1) Exchanges of vocational education personnel with skilled technicians and supervisors in industry; (2) inservice training programs; and (3) short-term or regular session institutes to improve the qualifications of persons entering and reentering vocational education. The purpose of Section 554, the funds for which are administered as are those for Section 553, is to familiarize teachers with new curricular materials in vocational education.

FY 1973 Career Education Activities: Activities underway which are specifically career education in design and operation include workshops to familiarize staff with the concept of career education and career education instructional materials and training sessions for teachers, counselors, school administrators, and State agency personnel.

Future Career Education Activities: Since each State determines its own priorities for using Part F funds, it is difficult to forecast the level and types of support for career education in FY 1974. State Directors of Vocational Education have information about application dates and funding priorities.

Higher Education Act of 1965, Title III
DEVELOPING INSTITUTIONS PROGRAM

Objectives and Strategies: The goal of this program is to assist in raising the academic quality of colleges which have the desire and potential to make a substantial contribution to the higher education resources of the Nation but which for financial and other reasons are struggling for survival. Awards are made to 2 and 4-year colleges: (1) To support cooperative agreements aimed at strengthening the academic programs and administration of developing institutions; (2) to provide fellowships to encourage highly qualified persons to teach at developing institutions; and (3) to encourage retired professors to teach and conduct research at developing institutions. The Title III effort is divided into two components, the Basic and Advanced Institutional Development Programs. An additional goal of the latter component is to assist advanced developing institutions to make the transition to secure status through one comprehensive Federal grant.

FY 1973 Career Education Activities: Since the first awards for the Advanced Program were not made until fall of 1973, activities are only now beginning in those institutions. Project initiatives in the Basic Program include staff training, curriculum development, and the development of other materials supporting career education as well as such activities as released time to allow faculty to develop new career programs, the employment of career counselors and placement personnel, and the hiring of career specialists in various fields.

Future Career Education Activities: Continuing support for career education is anticipated in FY 1974. Proposals are no longer being received for FY 1974.

Resources: The following materials are available upon request: (1) Instructions and application forms for FY 1974 for the Basic Institutional Development Program; (2) Draft Regulations for Subpart D, Title III; (3) Advanced Institutional Development Program Information Booklet; and (4) instructions and application forms for FY 1974 for the Advanced Program.

Higher Education Act of 1965, Title IV Part D
COOPERATIVE EDUCATION PROGRAM

Objectives and Strategies: The goal of the Cooperative Education Program is to enable students in institutions of higher education to alternate periods of academic study with periods of off-campus employment thus allowing these students to earn funds necessary to support and complete their education as well as to gain off-campus experiences closely integrated with their total education and academic and/or career goals. Grants and contracts are awarded to 2-year and 4-year institutions for the planning, initiating, strengthening, and expansion of cooperative education programs as well as for training for personnel involved in the administration of these programs. Grants and contracts are also awarded to support research concerned with improving, developing, or promoting the use of cooperative education in institutions of higher education.

FY 1973 Career Education Activities: All cooperative education projects support the career education concept through the provision of career awareness and exploration activities. These projects also encourage changes in institutions of higher education to make them more responsive to the career needs of students. Particular emphasis is given to the career needs of students from low-income backgrounds, handicapped students, veterans and women.

Future Career Education Activities: Career education will continue to be a major focus. New proposals are accepted each year and are solicited through a series of workshops, profes onal meetings, and periodicals. Proposals for FY 1974 funding have already been submitted (deadline of December 1, 1973).

Resources: Materials available include a program summary, instructions for submitting proposals, and a list of grantees for the FY 1973 year.

Education of the Handicapped Act, Part B
AID TO STATES PROGRAM

Objectives and Strategies: The purpose of this program is to assist States in the initiation, expansion, and improvement of programs and projects for the education of handicapped children at the preschool, elementary school, and secondary school levels. Each State develops a plan for Part B based on its priorities. Proportional allocations are made to States which then accept project applications from local education agencies and schools. States may also operate projects.

FY 1973 Career Education Activities: While no specific career education requirements exist, many State-funded projects focus on career education for the handicapped. Types of activities funded include: Vocational counseling; training for sheltered workshop placement; job orientation; prevocational training; work-study program; occupational therapy; and job training and placement. Inservice training is also provided for paraprofessional and professional personnel.

Future Career Education Activities: It is anticipated that activities in career education in FY 1974 will closely parallel the types of activities conducted with FY 1973 support. Persons interested in applying for funds in FY 1974 should contact the State Department of Education.

Resources: Three publications are available: (1) "Selected Career Education Programs for the Handicapped"; (2) "Four Programs for Educational Services to Handicapped Children"; and (3) an administrative manual for those wishing information on how to participate in the program.